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13 February 1969

MEMORANDUM FOR: The Director of Training

FROM : Chief, Career Training Program

SUBJECT : Career Trainees for FY 1970

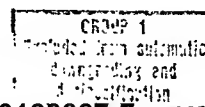
REFERENCE : A. Memo dated 22 Jan 69 to DD/P from DD/S
(69-0209), Same Subject
B. Memo dated 7 Feb 69 to DD/S from DD/P
(9-0322), Same Subject

1. In response to your request for comments on the above referenced exchange of memoranda, the following thoughts are submitted for your consideration.

2. The original proposal by the Deputy Director for Plans to supplement the enrollment of Clandestine Services internal candidates in the Career Training Program was, in the first instance, developed through consultation between CTP and Mr. [] Chief of the Clandestine Services Personnel Staff. It envisaged the enrollment of additional fully qualified CS candidates in the Career Training Program who would in every respect be bona fide CTs in the SJ Career Service except that they would be retained in CS Development Complements for slotting purposes only. In all respects, it was intended that they fully meet CT selection criteria and enjoy the complete benefits of training, counseling, appropriate placement, and promotion which the Program offers its trainees. 25X1

3. Reference B. above introduced a new element into the arrangement, i.e., that the supplemental group of CS nominees for the Career Training Classes of March and July 1969 would not be officially designated "Career Trainees". Although affirming that this supplemental group should "meet the same criteria as externals to ensure the preservation of the desired intellectual and professional level of training", Reference A. does not make clear who should undertake to ensure that they do, in fact, meet such criteria. The inference to be drawn from Reference B. is that the Clandestine Services will assume this responsibility.

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4. The CS and CTP do not always agree on the suitability of candidates for the Career Training Program. Our records indicate that since the CS CT Selection Board was established in March 1966, 68 CS staff officers were recommended to the Career Training Staff for the Program. Of these, only four were rejected by CTP, and the candidacies of four others were deferred for a number of reasons. Among contract personnel, however, of 35 officers nominated CTP rejected eleven as not qualified. At the moment, there is at least one contract officer whose candidacy was rejected by CTP but who is likely to be enrolled under the proposed arrangement. Admittedly, a matter of judgment is involved, but the CT Program has evolved considerable effectiveness in its selection functions according to studies conducted by the Inspector General in April 1967, the Committee on Professional Manpower in March 1968, and Mr. Gordon Stewart's ad hoc committee on "Career Trainee Management in the Federal Service" in November 1968.

5. Reference A. limits its consideration of this proposal to supplemental CS candidates for the Career Training Classes of March and July 1969 who would complete their training in FY 1970. Reference B., on the other hand, specifies that the proposal should be implemented for supplemental candidates entering training in FY 1970, i.e., the Classes of July 1969, November 1969, and March 1970. This is a longer term than envisaged by the DD/S since the latter two classes actually would not complete their training until FY 1971.

6. There is also a very serious incongruity involved in having two differently-administered and designated groups sitting side-by-side throughout the same training cycle. One group would be the responsibility of the CT Staff to select, evaluate, counsel, direct, assign, and promote. The other group would be the responsibility of personnel not directly familiar with the handling and training of Career Trainees. This is an important discrimination between the groups. A second discrimination, however nominal, is that one group would officially bear a "CT" label, the other would not. A third, and perhaps the most significant, discrimination is that one group would have an "inside track" on assignments, indeed are most likely to have their assignments to divisions and staffs already in hand, while the other (external) group would not. There is absolutely no question that this situation alone will plant seeds of discontent among a group of new externals whom we are trying to motivate for careers in the Agency. Our experience shows, too, that CS candidates for the Program

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who are in contract status generally are older and higher graded, although not necessarily better qualified, than the external group. An increase in the number of trainees in this category also is likely to have an adverse effect on the morale of regular Career Trainees.

7. The rationale for this proposal is not really clear. Enrollment in the Career Training Program is not essential for a CS officer for whom operational training is desired. Additional training slots regularly have been available in all of the three major operational training courses -- Operations Familiarization, and Operations Courses I and II. The proposal appears to be something of an effort on the part of the CS to implement in some degree an understanding given to many young staffers in Records Integration Division and to some contract officers that they could enter the CT Program after successfully completing their initial assignments.

8. Realizing fully that the proposal to establish two separate categories of trainees derives from reluctance to contravene existing budgetary and personnel input authorizations, I nevertheless am convinced that its implementation in present form would constitute a significant compromise of the Career Training Program's purpose, effectiveness, and respect in the Agency, and particularly in the CS itself. If indeed there are enough meaningful jobs for the increased number of CS internals being proposed -- and our experience continues to reflect a lack of substantive work for many CTs recently assigned to the CS -- I believe they should be selected and administered in precisely the same manner as all internal candidates. These would include their acceptance into the SJ Career Service. The only distinction should be in their being retained in CS Development Complement positions in the same way that CTs are enrolled in full-time language training.

9. With regard to the promotion policy cited in paragraph 3 of Reference B., the basic decision already has been made to delay the second promotion of Career Trainees. I would note that the attachment to Reference B. omits mention of CTs who enter on duty in the Career Training Program at the GS-10 level. Past practice, which I presume will continue, has been that they receive their first promotions approximately seven months after beginning formal training. We are in substantial agreement about handling promotions of Career Trainees who attain the GS-11 level in the Program. We do believe, however, that an understanding should be reached whereby CS internal candidates who are nominated for the Career Training Program at GS-11 should be expected to return to the CS with one promotion (to GS-12) as one of the benefits accruing from enrollment.

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10. The proposal with regard to supplementary CS candidates is the latest of several developments which, during the last 18 months in particular, have successively undermined, or threatened to undermine, key elements of the Career Training Program to the extent that there are relatively more stop-gap provisions than true "Program" in our activity.

11. Perhaps the first significant undercutting occurred in September 1967 when, for budgetary reasons, the Career Trainee post-training attachment period of six months was eliminated. That attachment period was more than just a trial period before a CT's acceptance for permanent assignment. An element of the attachment was the formal responsibility of the supervisor to write a plan for on-the-job development of the Career Trainee. While the technique did not operate perfectly by any means, it did stimulate positive thinking designed to take advantage of a trainee's ability and to motivate him for career employment. With the elimination of the attachment period, the Career Training Program lost all practical administrative control of the trainee to the component which was actually paying his salary as well as the effective influence necessary to evoke early career plans from supervisors. And it is precisely this on-the-job development and career planning for junior careerists which have been so much criticized in recent manpower studies.

12. Next, in May 1968, there was a marked cutback in the Program's operating level. As a result, the Directorates were asked to produce specific personnel requirements, with precisely-defined job qualifications, for Career Trainees to replace what had been generalized requirements within fixed Directorate quotas for the Career Trainee prototype. The switch was not dramatically evident, perhaps, but was nonetheless real. Instead of seeking the well-educated, highly intelligent, well-motivated, flexible, personable and, in many instances, versatile individual, the new personnel requirements emphasized area studies at the graduate level, foreign language proficiency, and functional experience and competence.

13. Inadequately appreciated at the time was the fact that the Career Training Program is designed specifically for the high potential generalist whom it evaluates during a training cycle in which he is called upon to demonstrate his skills or weaknesses in a wide variety of Agency activities before it is determined where he would be best placed. The specialized personnel requirements for all practical purposes now force an early determination about an individual's assignment and thereby obviate the purpose of significant portions of the CT training package.

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14. Such requirements counter what has been probably the Program's most efficacious element, after selection, i.e., the proper placement of the trainee in line with his personality, temperament, personal aspirations and interests based upon reasonable "inside" knowledge of the Agency, and his abilities as revealed in training. The basic philosophy involved in this approach is that the Agency would in its CT recruitment stress those sought after qualities which are innate to the individual and which were, hopefully, supplemented by knowledge and abilities acquired in the formal learning process. If the latter were lacking, the Agency sought to develop them through on-the-job training as well as through formal in-house training. At present, somewhat the reverse is true. The Career Training Program finds itself having to "spot" recruit people with specific credentials in order to fill specific job requirements and, as a carryover from its former emphasis and methodology, hopefully to obtain on a secondary basis the personal attributes which seem to have been important in the past.

15. In January 1969, immediately preceding the present proposal, there developed in the CS, and to a secondary extent in the Office of Current Intelligence, a move to decelerate the promotion rate for Career Trainees. Quite aside from the fact that this deceleration breached understandings with some 100 Career Trainees already employed by the Agency, our tighter promotion situation must inevitably have an adverse impact in a very competitive recruitment market. This is especially true in view of the fact that the personnel requirements which have been submitted to CTP by operating components establish, in general, higher educational credentials for incoming trainees at the same time that promotion opportunities are decelerating. CTP is being asked to resolve essentially incompatible counter forces.

16. Many other Agency officers who are involved in recruitment and personnel management have voiced similar concern, so that this observation is hardly a revelation. But the graphic examples of our comparatively unfavorable competitive position are still somewhat startling. The Federal Management Intern Program is able to appoint junior officers at the GS-09 level, to promote them to GS-11 in one year, to GS-12 in a second year, and to GS-13 eighteen months later. The recruitment brochure for the Agency for International Development specifies minimum appointment salaries for its interns which are a shade below GS-09/1 with advancement within two years to a salary level only slightly below GS-12. I also am inclined to believe that many of the intangibles which have served in the past to attract competent people to the Agency are not as appealing to the present generation of young job seekers and that the question of salary looms relatively larger in their thinking.

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17. As revealed in the developments enumerated above, the Career Training Program is involved in continual conflict and turmoil. Its purposes are no longer as clear as they once were and it no longer enjoys throughout the Agency the stature sufficient to gain acceptance of its concepts and cooperation with its methodology. Its major difficulties of the last 18 months have been treated as individual crises in a problem-solving context. Unfortunately, however, the solution to each crisis progressively has weakened the overall effectiveness of the Program. It is no wonder that a recent Career Trainee resignee, [REDACTED] could say: "The CT office 25X1 is afraid of its shadow and has done standing pat one better; they are moving backwards as program managers". It would be a rare staff indeed which didn't develop a high degree of cautiousness once it realized its inability to implement significant aspects of a Program which had been portrayed to it and to trainees alike as keystones in the selection and development of career professionals.

18. The influence and effectiveness of this Program have been dissipated to a serious degree by "adaptations" in the face of these recent crises, so much so that it is hardly justifiable to term it a "Program" any longer. We have remaining an amalgam of techniques which are applied in a stop-gap, haphazard manner.



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